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ABSTRACT

The purpose of the one-year study was to determine the ability of public and private employment agencies to meet the job placement and educational needs of vocationally trained, disadvantaged individuals living in three rural Texas counties. The overall goal was to develop an effective system that would allow for the continuous placement of these individuals in meaningful jobs. The investigation involved collection of data from three groups: vocational education graduates, public and private employment agencies, and employers or potential employers of the vocationally trained population. Questionnaire surveys of stratified random samples of graduates and employers resulted in an analysis of 300 graduates and 72 employer questionnaires. All available employment services were contacted. Results of the study showed that factors affecting the employment of the vocationally trained were lack of transportation, inadequate vocational preparation, lack of work experience, inadequate pay, and unwillingness to relocate. Employment agencies were found to be not effective in job placement, generally because they were not readily available to the community. Recommendations were made for meeting the job placement needs of the population studied. The report includes a bibliography. Appendixes contain the survey instruments and a map showing placement of employment services in the area. (Author/RG)

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FINAL REPORT

Project No. V0015VZ

Contract No. OEG-0-74-1686

An Employment Agency Model for Providing Job Information to Rural Disadvantaged Populations

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Research Project in Vocational Education
Conducted Under
Part C of Public Law 90-576

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AN EMPLOYMENT AGENCY MODEL FOR PROVIDING JOB INFORMATION TO RURAL DISADVANTAGED POPULATIONS

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VT 102 917

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SUMMARY OF REPORT

(a) Time Period Covered by Report

The following is an abstract of a one (1) year study that was conducted during the period July 1, 1974 through June 30, 1975.

(b) Goals and Objectives

The primary purpose of this study was to determine the ability of public and private employment agencies to meet the job placement and educational needs of vocationally trained individuals residing in the three rural Texas counties of Harris, Washington, and Waller. As a part of this main purpose, the five objectives of this investigation were:

1. To identify both private and public employment agencies that exist in the target area.
2. To determine the types of services rendered by the employment agencies.
3. To survey potential users of employment agencies to determine factors leading to non-use of available employment agencies.
4. To identify the participation rate of the target population that is served by both private and public employment agencies.
5. Identify and analyze those factors which impede or prevent vocationally trained individuals from entering in employment fields for which they have been trained.

(c) Procedures

The investigation involved the collection of data from three groups: (1) vocational education graduates, (2) public and private employment agencies, and (3) employers and potential employers of the vocationally trained population.

To insure equitable representation of the three counties used in the study, a stratified random sample was drawn from the vocationally trained and employers located

in the area. Consideration was given to county population, number of vocationally trained and number and types of businesses in the three counties.

All employment agencies in the three county area were identified and used in the study. The public employment agency (Texas Employment Commission), located in Bryan, and Harris County, and eighteen (18) private agencies in urban Harris were used in the study.

The data collected for the study required the use of a different instrument for each of the three groups. Each instrument was designed to obtain information pertaining to problems encountered, services provided and needs of the group to which the questionnaire was administered.

Schools that have vocational training were identified and contacted in order to obtain names and last known addresses of persons completing their programs. Welfare agencies, chambers of commerce and other local organizations were contacted to obtain information about their roll in referring applicants to jobs, employment agencies, or training programs.

Fifteen hundred (1500) questionnaires were mailed to the vocationally trained population, and 118 were returned. To increase the sample size, 400 additional questionnaires were hand carried to the target population. To eliminate errors due to sampling techniques, a random sample of 300 persons were selected from 518 completed questionnaires.

Only 22 of the 200 questionnaires that were mailed to employers were returned. In order to increase the sample size, 55 additional employers were interviewed.

(d) Results:

1. It was found that no private employment agencies were located in any of the three rural counties, however, 18 were located in urban Harris. One public employment agency was located in Harris County, and Washington County received one day services from a branch office located in an adjacent county.

2. The types of services rendered to Washington and Waller County by public employment agencies consisted basically of providing a station where residents could file for unemployment compensation. Residents of rural Harris County did have access to both public and private employment services.

3. The major reasons for non-use of employment agencies by job applicants were having to wait too long for results, located too far from their homes and too many papers to fill out. Employers viewed the major problem as unavailability of such agencies and the preference of most employers to select employees from recommendations of personal friends.

4. The number of job applicants having used an employment agency was 70 out of 297, however, 58 of these persons had used the services only once. The rate of participation by employers was 13 out of 77.

5. Those factors which affect the employment status of the vocationally trained are a lack of transportation, inadequate vocational preparation, lack of work experience, not enough pay and their willingness to relocate.

(f) Conclusions and Recommendations

The principal conclusions were as follows:

1. Since only three (3) persons out of 70 who had used employment services had been placed on a job, these agencies are not effective in placing these persons in employment.

2. The types of jobs sought by the vocationally trained tend to eliminate the private employment agency as an effective placement service.

3. The basic reason for non-use of employment services by employers and applicants is that these agencies are not readily available to the community.

4. Job opportunities are greater for those persons willing to relocate for employment than those who are not.

The following suggestions are recommended:

1. Additional employment services should be made available to rural counties, through the use of funds from the Comprehensive Employment and Training Act (CETA) of 1973.

2. An educational program should be initiated in public schools and the media, to inform the public about services that are available through employment agencies.

3. City chambers of commerce should work closely with developing industries to inform them that local residents are adequately trained, and to insure that these persons are allowed to apply for job vacancies.

4. Employers in rural areas should be encouraged to pay at least minimum wages to persons that have been adequately trained.

5. Employment agency personnel should be educated as to the techniques that must be employed when working with rural job applicants and employers.

6. A concerted effort must be made to insure that employment agencies are able to correctly identify employee needs of the rural employer, in order that the appropriate person can be referred for job vacancies.

7. Rural counties should establish a transportation system that will allow disadvantaged persons to commute to and from work.

BODY OF REPORT

(a) Statement of the Problem

When graduates of vocational training programs seek employment, they need some type of agency in which they can rely on to provide them with job placement services. Prior to this study, no central thrust had been made to develop a model which would assist vocationally trained disadvantaged individuals in finding employment in their areas of training. The counties surrounding Prairie View A&M University and rural counties throughout the nation have large population groups of low income white, black and brown families, who possess a vocational skill but remain unemployed or underemployed. This high level of unemployment makes it imperative that this study provide organized methodologies and procedures necessary for providing these persons access to employment opportunities.

Research findings tend to indicate that the development of modern industry in the United States has been closely related to the urbanization of the American population. As a result of this industrial development, large numbers of rural residents, who are of prime working age, have migrated to urban areas in search of improved employment opportunities. All too often when these persons arrive in urban areas, it has been found that because of a lack of training or past work experience, they encounter numerous difficulties in finding a job. They are generally forced to accept low paying jobs of the most undesirable nature. Due to the problems encountered in locating satisfactory employment, these persons are forced into slum areas with adverse living conditions, and are generally confronted with neighbors of questionable character. Many of these individuals are unable to find jobs, and subsequently end up having difficulty with law enforcement agencies, on welfare rolls, or returning to their rural homes.

It has been anticipated that training individuals for new skills would increase their economic productivity and their willingness to migrate to new job sites. However, many of the persons that have received vocational training have not found employment in their areas of preparation, nor have they relocated for better job opportunities.

With the advent of the Manpower Development and Training Act of 1962, and the Vocational Education Act of 1963, much emphasis has been placed upon providing training which

would improve employment opportunities for those facing disadvantages in competing for jobs. Although federal funds were available to finance most of the Manpower programs for the disadvantaged, there were no federal agencies available to administer them. Consequently, the implementation of these programs and policies depended heavily on established state and local institutions, including the public employment service. This concept continues to exist even with the current emphasis on local control through revenue sharing, under the new Comprehensive Employment and Training Act (CETA) of 1973.

Related Literature

The federal-state employment service system is the nation's principal Manpower agency. Accordingly, it is essential that the system's policies, programs, and techniques be continually improved and brought up-to-date to meet changing needs for Manpower services.

To strengthen the overall direction of the employment service system, the Manpower Administration late in 1971, separated its U.S. Training Employment Service into two new organizations - the U.S. Employment Service and the Office of Employment Development Programs[1]. This reorganization signaled a renewed emphasis on basic employment service functions - notably, services to employers, employment counseling, and job placement.

This emphasis has been reflected through the recent introduction of computer technology in the operation of local employment service offices. With the introduction of modern computer technology, area job banks have been linked with state job banks, so that each local office has access to all available jobs within the state. This system is currently being implemented as an interstate exchange of job information.

The job bank system has provided vital employment information to local employment agencies. However, the local employment agencies lack the necessary information on local employers and jobs needed to assist job-ready applicants for whom no suitable orders appear in the job bank listings.

In a study to develop a model for the delivery of employment-related services to the handicapped, the primary finding of McCalley and Frie was that there really is no system of service available to the handicapped, particularly in relation to employment[2]. Their model for delivering employment services called for a comprehensive umbrella system for the coordination and delivery of these

services. Outreach was decentralized and expanded, and emphasis was put on early identification of needed services, especially for those who constituted the primary target population. Education, training and work evaluation were followed by intensive job analysis and job development. At the same time, incipient and current labor shortages were identified and analyzed as potential employment opportunities for the handicapped. Where necessary, an attempt was made to restructure qualifications or the jobs themselves in order to make the position available to the individual.

Four strategies for job placement, job creation, and job development were conducted in an experimental and demonstration (E&D) Project for disadvantaged youth under the Manpower Development and Training Act[3]. These four strategies included a training program with no placement services, a training program with job placement assigned to outside agencies, a training program with a job placement unit inside the project, and a program with no vocational training but a job placement unit within the project.

The first program with no placement services assumed that the trainee after training was competitive in the job market and met the existing qualifications for the job. In this situation, the responsibility for job finding fell on the trainee himself or on a public or private employment agency to which he went for help. It was found that while the majority of the trainees found jobs, the unavailability of a placement service tended to undo many of the benefits that had been derived from their training. This was evidenced through the fact that 10 percent of the employed disadvantaged youths quit after their first day of employment, 15 percent left after the first week and 66 percent of those hired left after the first month.

Trainees placed by an outside agency were assigned to the State Employment Service for job placement. This is the normal procedure for placing Manpower students, which is affected at the end of the training period. Trainees placed under this program encountered such problems as: (1) placement was attempted at the end of the program and usually required an extensive period of time; (2) trainees were frustrated at their inability to achieve instant job success; (3) available counseling information on trainees was insufficient for satisfactory job placement; and (4) there was no follow-up by training agency personnel of the trainees' placement, his adjustment to the job, or his need and/or desire for further training or counseling.

From the outside agency technique of job placement, recommendations were made as follows: (1) bring the job

placement agency personnel into the training situation early and conduct placement activities concurrently; (2) involve job placement agency personnel in the training and counseling activities of the project; (3) establish periodic meetings between trainees, employers and other persons involved in the job placement effort; and (4) job placement should not end with entrance to the job, but should include a follow-up procedure that includes an assessment of job adjustment and some feed back of difficulties in bridging the gap between training and placement.

The third technique contained a training program with a job placement unit inside the project. This concept was readily accepted by project personnel, since they viewed job placement as an integral part of the training program. Project personnel truly believed that they were more capable of finding jobs and placing their trainees than other employment agencies. However, none of the projects with placement units completely avoided the use of facilities of the State Employment Services. They found that a combination of their efforts with the employment agencies afforded the best employment opportunities.

The last strategy included no formal job training but instead, extensive counseling and the matching of a person's capabilities with an on-the-job training situation. This technique was deemed a success since most of the individuals could realize instant accomplishments on the job. The major draw back in this type of program was evidenced in the unavailability of sufficient numbers of training sites for large disadvantaged populations.

Tierer[4] points out the need in vocational programs for placement directors who are familiar with business and industry and the school system. He believes that these persons should have teaching experience and the capability of working closely with agencies outside the school to help students find jobs.

McCool[5] supports Tierer's position through his concept that each job development specialist should cooperate with business and industry by coordinating his efforts with those of the guidance specialist to maintain contact with personnel directors of business firms. He further believes that job placement for disadvantaged individuals from vocational programs can be adequately accomplished by qualified job development specialist.

The manpower dilemma confronting rural American reflect the failure of non-farm employment to grow rapidly enough in or near our rural areas to absorb workers displaced from

agriculture to provide jobs for new entrants into the labor force[6]. A whole generation of rural residents is caught up in this basic problem. People who remain in rural counties, except for those in areas close to cities, face declining employment opportunities, while those who leave must make difficult adjustments to an urban environment, and in so doing, have often contributed to urban problems.

There is now general recognition that purposive efforts are needed to aid in the job development for both urban and rural low-income families. A comprehensive program designed to meet the job placement needs of the disadvantaged population is deemed essential.

(b) Goals and Objectives

The goals of the study were: (1) to examine the relationship of those factors which are vital to the improvement of rural unemployment situations; (2) to identify job delivery systems that are available to low income families; and (3) to assess the ability of these agencies to provide job information to the poorly educated. It is believed that the results of this study can be used to develop an effective system that will allow for the continuous placement of vocationally trained disadvantaged persons in meaningful jobs. Such a system will result in a reduction of unemployment in rural areas throughout the United States and its territories. Since the use of job placement services is considered to be a vital part of successful vocational education programs in urban areas, it is urgent that the knowledge, use and accessibility of such agencies to rural residents be examined. Accordingly, the objectives of this study were:

A. General Objective

To conduct a concentrated, comprehensive survey of employment agencies serving rural families in the Texas counties of Waller, Harris, and Washington, and to assess their capabilities of meeting the employment needs of the disadvantaged population.

B. Specific Objectives

1. To identify both private and public employment agencies that exist in the target area.
2. To determine the types of services rendered by the employment agencies.
3. To survey potential users of employment agencies to determine factors leading to non-use of available employment agencies.

4. To identify the participation rate of the target population that is served by both private and public employment agencies.

5. Identify and analyze those factors which impede or prevent vocationally trained individuals from entering in employment fields for which they have been trained.

(c) Procedures Followed

The investigation involved the collection of data from three groups; (1) vocational education graduates in the area, (2) available public and private employment agencies, and (3) employers who hire the vocationally trained disadvantaged individual. An attempt was made to pin-point significant problems encountered by job applicants when they attempted to find suitable jobs.

To assure equitable representation of all three counties, a stratified random sample was drawn from the vocationally trained and the employers in the area. Consideration was given to county population, number of vocationally trained and number and type of businesses located in the three counties. The distribution of subjects in each area was such that the final composition was representative of that group's total population. All employment agencies located in the three county area were identified and used in the study. The need for specific information from each group required the use of three separate instruments, which are shown at Appendix A. Each instrument asked for information pertaining to problems encountered, services provided, and needs of the group to which the questionnaire was administered.

Schools that have vocational training programs were identified and contacted in order to obtain names and last known addresses of persons completing their programs. Welfare agencies, chambers of commerce and other local organizations were contacted to obtain information about referrals of applicants to jobs, employment services, or training programs. An interview schedule was set up and a team of trained lay members from each community was used to collect needed data from the target population. The Texas Employment Commission (TEC) in Austin, Texas, was contacted about the feasibility of using social security numbers as tracers to locate known graduates of vocational programs. It was believed that past and presently unemployed persons could be located through the state's system of paying unemployment compensation benefits. Such a technique would have afforded this investigator with a relatively inexpensive method of locating trainees. However, it was

disclosed by a TEC official that such a tracer could not be done at this time.

Fifteen hundred (1500) questionnaires were mailed out to the vocationally trained population and only 118 persons returned the completed instrument. In order to increase the sample size and to obtain an adequate response, 400 questionnaires were hand carried to the target group by the principal investigator, outreach workers of the Agricultural Extension Agency, Family Planning Project and the Manpower Training Program.

A total of 518 questionnaires were eventually obtained for the research. To eliminate errors due to interview techniques, a random sample of 300 was taken from the completed questionnaires and used in the study. These items were further divided into sub-populations and tests of comparison were made in order to find out what differences or likeness existed between the two groups. The groups were: (1) persons who have difficulties finding jobs as opposed to those who do not, and (2) the employed as opposed to the unemployed.

Using zip code directories, city maps and telephone directories, eleven employment agencies were identified and letters explaining the purpose of the study were forwarded to them. Appointments were made by telephone to visit the employment agencies to obtain answers to the questions on the questionnaire.

Two hundred (200) questionnaires were mailed to employers and the initial return yielded only 22 responses. A series of follow-up letters did not improve the response, subsequently, the investigator personally interviewed 55 additional employers.

Population Statistics

According to the 1970 census data, 1,775,039 persons resided in the counties under investigation by this project. Of this total, 1,677,134 persons lived in urban areas, and 97,905 lived in rural areas.

Table I summarizes the population distribution of the counties surveyed.

TABLE I

General Social and Economic/Characteristics
of Texas Bureau of Census
1970

COUNTY	TOTAL POPULATION	URBAN POPULATION	% URBAN	RURAL POPULATION	% RURAL
Harris	1,741,912	1,664,296	95.5	77,616	4.5
Waller	14,285	3,916	27.4	10,369	72.6
Washington	18,842	8,922	47.4	9,920	52.6
Total	1,775,039	1,677,134	94.5	97,905	5.5

Geographically, the residents of the target area are surrounded by a combination of cities and counties with exceedingly high industrial growth rates and an expanding agricultural development, but the disadvantaged population does not have access to public transportation and other municipal and state services. The geographic location of the three counties is as shown on the map in Appendix B.

The data listed in Table II, clearly indicates that many of the people of this area are characterized by a socio-economic level considerably below that of the national average. It should be noted that in Waller and Washington counties, about one-half of the families had an income of less than $3,000 a year in 1970, and remains basically unchanged as of this date.

TABLE II

Median Income for
Waller, Washington and Harris Counties

COUNTY	MEDIAN FAMILY INCOME	PERCENT WITH INCOME UNDER $3,000
Harris	10,346	16.6
Waller	6,711	59.6
Washington	5,750	43.5

Much effort has been expended in the development of training programs aimed at increasing the earning power of disadvantaged individuals at both the state and federal level. It can be shown in Table III, that this concerted effort has resulted in a large population of vocationally trained individuals. However, employment statistics indicate that many of these persons are unemployed, and subsequently have not found jobs in their areas of training.

TABLE III

Individuals that have Received Vocational Training

County	Persons with Vocational Training	Percent of Total Population
Harris	255,621	14.7
Waller	2,053	14.4
Washington	1,838	9.8

A major reason for the high unemployment level of the vocationally trained, may be because the educational requirements specified for many jobs are not necessary for adequate job performance. However, the individuals' educational level is found to be an important consideration for initial employment and later job advancement.

Table IV shows the number of school years completed by adult residents of Waller, Washington, and Harris counties. This low educational level may account to a great degree for the economic plight of a large majority of the residents of these counties.

TABLE IV

School Years Completed by Residents of Waller, Washington, and Harris Counties

		School Years Completed		
County	Population	Less Than 9 Yrs.	9-11	High School
Harris	1,741,912	213,401	208,532	220,828
Waller	14,285	2,328	1,274	1,225
Washington	18,842	6,065	1,781	1,610

NOTE: Persons enrolled in primary or secondary schools and those who had received vocational training are not included in the table.

Vocational-technical programs in the school systems used in the study, generally have been more concerned with the input of students into programs than in the placement of students on jobs. Schools have been anxious to increase the number of students enrolled, however, there has been little or no follow-up to determine how successful students are in finding jobs and in upgrading themselves in their positions. Most schools have not accepted placement as their responsibility; yet no program in vocation-technical education, including vocational guidance, is complete without this important function.

(d) Results: Accomplishments

Data were collected to answer each of the objectives that were established for this study.

Objective Number One

The first objective was designed to identify both private and public employment agencies which are located in the three county area.

This objective was accomplished by coordinating the research activities through the Texas Employment Commission in Houston and Bryan, Texas. At the beginning of the study, there was one full-time TEC office in Rural Harris County. There were numerous branch offices located in the city of Houston, which is located in urban Harris County. Plans were being finalized to establish two sub-stations in rural Harris County.

There were no full-time employment agencies available to Washington County, however, the residents did have access to TEC services on a part-time basis. A representative from a branch office in Bryan, which is in Brazos County, visits the Washington County Courthouse one day a week for the purpose of job placement, interviewing job applicants, job development and processing unemployment insurance claims. There were no public employment agencies located in or providing services to Waller County.

There were no private employment agencies found in any of the three selected rural counties; however, there were 18 private agencies identified in the city of Houston, which are accessible to rural Harris County residents.

In addition to public and private agencies in the three county area, it was observed that functional chambers of commerce often performed limited job development and placement for the community. This is especially true of the

Chamber of Commerce in Brenham, Texas.

Objective Number Two

The second objective was to determine the type of services rendered by employment agencies to the target area.

The private and public employment agencies contacted indicated that they provide an array of services to their users. There were no differences found in the types of services offered by public employment agencies. This was also true of the services provided by private agencies, however, there was a slight difference in services rendered between public and private agencies. Services provided by both types of agencies are shown in Table V.

TABLE V

Services Provided by Employment Agencies

Type Services Provided	Public Employment Agencies		Private Employment Agencies	
	To Employers	To Job Applicants	To Employers	To Job Applicants
Career Description		X		X
Check Qualifications (Limited)			X	
Clearance Orders	X			
Counseling		X		X
Follow-up	X	X	X	X
Interview		X		X
Job Analysis	X			X
Job Development		X		X
Occupational Forecasts	X	X		
On-the-job Counseling		X		
Placement		X		X
Profiles	X		X	
Referrals	X		X	
Screening	X		X	
Testing	X	X		X*
Time and Motion Studies	X			
Training		X		

*Typing only

When asked what would improve the services provided to their clients, public employment agencies replied that they needed more accuracy in job descriptions from employers, additional funds to meet the needs of rural areas, and more facilities to serve the public. Private employment agencies were hopeful that some arrangement could be worked out to allow them access to employer needs. Employers said that services could be improved if the agencies would check the qualifications or references of applicants and send only those meeting the requirements in the job request.

Job applicants believe that employment services can be improved if counselors would only send them on job interviews in which jobs are available and employers have been assured that they meet the specified qualifications.

Job applicants were asked what would be their reason for using the services of an employment agency. Responses to the question are shown in Table VI.

TABLE VI

Job Applicants Reasons for Using Employment Agencies

Reasons	Number Responded	Percent
	(N=250)	
Free Information	41	16.4
Required to by Someone	17	6.8
More Job Listings Available	156	62.4
Less Effort Involved	6	2.4
More Convenient	30	12.0

The most obvious reason why applicants use employment agencies is that more job listings are available to them, subsequently, they believe that their chances of finding suitable employment is increased. Yet, of the 70 persons who had used an employment agency, it is revealed in Table VII that only three of them were placed on jobs.

TABLE VII

Services Received by Applicants
From Employment Agencies

Reason	Number Responded (N=85)	Percent
I was placed on a job.	3	3.5
I received counseling about my qualifications.	23	27.0
I received information about vocational training.	13	15.3
I received information about careers and occupational forecasts.	10	11.8
I used an employment agency but was not helped.	36	42.4

NOTE: Two hundred eighteen (218) persons had never used an employment agency, 70 had used one, and 12 did not respond to the question.

The data analysis reveals that even though the availability of employment agencies to rural areas is limited, the types of services rendered by them are rated as satisfactory by job applicants. Since only 3 out of 70 persons having used an employment agency were placed on jobs, it can be concluded that these agencies are incapable of finding adequate employment for the vocationally trained disadvantaged.

TABLE VIII

How Employment Services Were Rated
by Job Applicants

Responses	Number Responded	Percent Responded	Percent of Persons Who Use Agencies
	(N=288)		(N=70)
I have never used an employment agency.	218	75.7	
Excellent (Very Helpful)	14	4.9	20.0
Good (Helpful)	27	9.4	38.6
Fair (Helped a little)	7	2.4	10.0
Unsatisfactory (Not Helped)	22	7.6	31.4

NOTE: Twelve persons did not respond to the question.

Objective Number Three

Objective number three required a survey of potential users of employment agencies, to determine factors leading to non-use of those that are available. Both job applicants and employers are identified as potential users of these services.

Job Applicants:

Based on responses from the 70 persons who had used an employment agency, Table IX reveals that 58 had used their services only once and 56 said they had used an employment agency which was located in their area. It is also revealed that 168 persons who had not used an agency said they would use one if it was available, and 35 said they would not.

TABLE IX

Use of Employment Agencies
by Job Applicants

	Responses Yes	No	Percent Yes	No	Did Not Respond
1. Have you ever used an employment agency?	70	227	23.6	76.4	3
2. Do you use an employment agency in your area?	56	241	18.9	81.1	3
3. Have you used an agency more than one time?	12	58	17.1	82.9	0
4. Would you use one if it was available?	168	35	87.0	13.0	27

One question asked each person to identify factors which made them unhappy with the services provided by employment agencies. As shown in Table X, job applicants believe that job placement through TEC requires a great length of time, are located too far from their home, and that excessive paperwork is required.

TABLE X

Factors Leading to Non-use
of Employment Agencies

Reasons	Number of Respondes (N=220)	Percent
Too many papers to fill out	53	24.1
Too much waiting in lines	7	3.2
Located too far from home	72	32.7
The interviewers do not try to help you	14	6.4
Have to wait too long for the results	74	33.6

Employers:

The most frequently occurring response among employers about reasons they do not use employment agencies was that

there are none available. The number of employers indicating that they used employment agencies was 13 out of 77. The data revealed that employers who used employment agencies preferred to use the public employment agencies as opposed to private agencies. In response to the question, if both public and private agencies were available to you, which would you use, 13 employers said public, 3 indicated private, 10 preferred to use both and 51 did not respond. Reasons given by employers in favor of using public employment agencies, as shown in Table XI, were: (1) freedom in the selection of employees; (2) the low cost involved; and (3) the availability of a wide field of applicants from which to select employees.

TABLE XI

Employer Reasons for Using
Public Employment Agencies

Reasons	Number of Responses	Percent of Responses
	(N=27)	
Freedom of selection of applicants	7	25.9
Greater selection of applicants	8	29.6
Minimal costs	9	33.3
Required to	3	11.1

Table XII shows the answers given by employers, when asked why they did not use the services of any established employment agency. Of the 53 persons responding, 33 said no employment agency was available, 1 said the job filing cost was too high, 4 said job performance of persons referred was poor, 2 believed that there were too many regulations involved, and 13 preferred to use references of personal acquaintances.

None of the employers were dissatisfied with the services of employment agencies, nor did they indicate that the referral of an applicant was a lengthy process. The employers did not see the cost in filing requests or the regulations imposed as significant factors. However, it was disclosed that 17 employers do not use employment agencies because they believe it to be too time consuming to interview all referred applicants, only to find that many of them do not want to work. Employers were very much aware of the TEC requirement for persons receiving unemployment compensations to apply for a minimum of 3 jobs each week in order

to continue receiving these benefits. Employers also believed it was better to ask personal friends where dependable workers could be located.

TABLE XII

Employer Reasons for not Using Employment Agencies

Reasons	Number of Responses (N=53)	Percent
None available	33	62.3
Not satisfied with services of employment agencies	0	0.0
Too costly to file request	1	1.9
Unsatisfactory job performance of applicants referred	4	7.5
Delay in obtaining results	0	0.0
Too many regulations	2	3.8
Prefer to use references of personal acquaintances	13	24.5

The belief by employers that many persons do not want to work tends to be supported by evidence from the TEC office in Bryan, which indicates the five major complaints they receive from employers is that many persons referred to them: (1) demonstrate a lack of work motivation, (2) are job hoppers, and only want to work for short periods to build up unemployment compensation benefits, (3) there is a time delay in filling orders due to specific applicant shortages, (4) TEC does not check references, and (5) everyone is drawing unemployment.

It should also be noted that the rate of pay in rural areas is often below the minimum wage, and persons who are well qualified and industrious migrate or commute to urban areas, where they receive a higher rate of pay for their skills.

The information obtained from both job applicants and employers lead to the conclusion that the major reason for non-use of employment agencies is because they are not readily available to the area. It can also be concluded that job applicants view paper work as unnecessary, however, if

more agencies were available, their use of them would be increased.

Since 13 out of 53 employers would prefer to select employees from persons recommended to them by personal acquaintances, it can be concluded that many of them would not use an agency if it were available.

Objective Number Four

The fourth objective was to identify the participation rate of the target population that is served by both private and public employment agencies. Information needed to accomplish this objective was obtained from both job applicants and employers.

Job Applicants:

The participation rate of job applicants surveyed, who were using employment agencies was 18.6 percent. The majority of applicants do not live near an agency, which probably accounts for the low rate of participation. It was shown in Table IX, Page 19, that the rate of participation could be significantly increased from 18.6 percent fo 87.0 percent, if these agencies were made available to the population.

Employers:

The majority of the employers said they do not use an employment agency because there are none available. The present participation rate is 16.9 percent, but like job applicants, the rate could be significantly increased if more employment facilities were available. When employers were asked if they would use an employment agency if one was available, Table XIII shows that 72.7 percent would and 10.4 percent would not. Many of the 16.9 percent who did not respond, stated verbally that they are a small family business and most likely would never have a reason to use an employment agency and did not want to prejudice the data by answering the question. Several employers stated that an employment agency was needed for the community.

When employers were asked if no employment agency is available to you, would you be interested in having one established; 32 said yes, 21 said no, and 24 did not respond.

Since 238 out of 273 job applicants would use employment agencies if they were available, it can be concluded that the participation rate can be increased by establishing these agencies in rural areas. It can also be concluded that the employer use of these agencies would be improved

if they were available, however, many small businesses would continue to rely on personal friends for obtaining their employees.

TABLE XIII

Employers Desire to Use
Employment Agencies

Responses	Number (N=77)	Percent
Yes	56	72.7
No	8	10.4
No Response	13	16.9

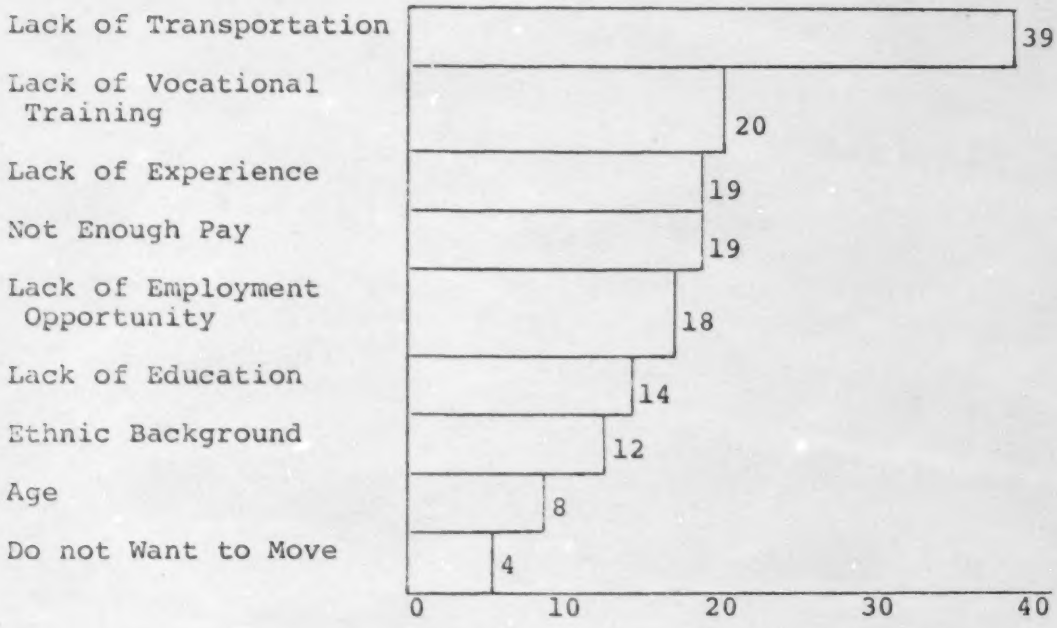
Objective Number Five

The fifth objective was to identify and analyze those factors which impede or prevent vocationally trained individuals from entering in employment fields for which they have been trained.

Each of the persons sampled were asked to list those factors that ca.sed them the most difficulty in finding jobs in their areas of training. In Table XIV, nine factors were identified by respondents as being barriers to employment. Based on the responses given, it can be shown that transportation is the major problem affecting employment of the vocationally trained individual. A lack of adequate training was the second most significant problem, while a lack of work experience and not enough pay received an equal number of replies. In order of importance, the remaining factors were lack of employment opportunity, lack of education, age (too young or too old), ethnic background, and unwillingness to relocate. Seasonal layoffs, poor health, physical handicap, sex, and personal reasons were not viewed by the respondents as barriers to employment.

TABLE XIV

Factors Affecting Employment
in Fields of Training



In order to determine if work status was affected by various factors, a Chi-Square Test of Independence was conducted between the employed and unemployed. Figure I, page 25, shows that the factors affecting vocationally trained persons is not dependent on work status.

Realizing that transportation would be a factor affecting employment in rural areas, each person was asked how far they would commute to a suitable job. Based on the ranges given, 96 said they would commute up to 10 miles; 69 said 11-20 miles; 68 indicated 21-30 miles; and 51 were willing to commute over 30 miles to work. From these data, it can be concluded that if these persons had transportation, many would be willing to commute to and from work. However, the majority of them would not drive to jobs over 20 miles from their homes.

A chi-square test was established to determine if a persons employment status was dependent upon his willingness to relocate. As shown in Figure 2, the persons work status was dependent upon his willingness to relocate.

FIGURE 1

CHI-SQUARE TEST OF INDEPENDENCE BETWEEN FACTORS AFFECTING THE EMPLOYMENT STATUS FOR EMPLOYED AND UNEMPLOYED PERSONS

	Lack of Transportation	Lack of Training	Lack of Experience	Not Enough Pay	Lack of Employment Opportunity	Lack of Education	Ethnic Background	Age	Do not Want to Move	Total
Working	16 (18.35)	7 (9.4)	14 (8.94)	11 (8.94)	6 (8.47)	5 (6.6)	6 (5.7)	4 (3.8)	3 (.19)	72
Not Working	23 (20.65)	13 (10.6)	5 (10.6)	8 (10.6)	12 (9.53)	9 (7.4)	6 (6.3)	4 (4.2)	1 (2.1)	81
	39	20	19	19	18	14	12	8	4	153

To be significant at the .05 level (7 d.f.) $x^2 \geq 14.1$ is required.

$x^2 = 12.76 < 14.1$ is not significant

FIGURE 2

A CHI-SQUARE TEST OF INDEPENDENCE BETWEEN PERSONS EMPLOYED AND UNEMPLOYED AND THEIR WILLINGNESS TO RELOCATE FOR A JOB

Work Status	Willing to Relocate	Not Willing to Relocate	Total
Currently Employed	112 (104.69)	30 (37.31)	142
Presently Unemployed	90 (97.31)	42 (34.69)	132
Total	202	72	274

Twenty-six persons did not respond to the question.

To be significant at the .05 level (1 d.f.) $x^2 \geq 3.84$ is required.

$x^2 = 4.03$ 3.84 is significant

It was anticipated that 105 employed persons would be willing to relocate and that 37 would not. The number of observed employed persons willing to relocate was 112, which exceeded the Chi-square value; and the number of persons that were not willing to relocate was less than expected.

Based on these data, it can be concluded that a major factor affecting work status is dependent upon a persons willingness to relocate for a job.

Conclusions and Recommendations

Conclusions

Public and private employment agencies throughout the United States provide similar services as those used in this study. Since the major concern of this study was to access their ability to serve rural areas in Texas, the services provided may differ from those in other states.

Although the studied vocationally trained population is probably representative of persons having attended schools in the three county area, the findings for this group should be compared cautiously with findings concerning students completing vocational training in other locations.

The job market of the three counties used in the study is probably representative of rural areas of Texas, however, employment opportunities may differ between counties and in other states.

Based upon the analysis of data collected from this study, the following conclusions have been drawn:

1. There were no public employment agency located in Waller or Washington counties, and one public employment agency (TEC) was located in rural Harris.
2. Outreach services from a TEC office was provided to Washington County one day each week. Residents of Waller County have to go to Washington, Brazos, or Harris County for TEC services.
3. There were no private employment agencies located in any of the three rural areas.
4. Since employment agencies do not have job listings for Waller and Washington counties, the only type of service that is available to these residents is a branch office which allow them to apply for unemployment benefit insurance.
5. The residents of Harris County have access to both public and private employment agencies, but the types of jobs these persons seek tend to eliminate private agencies.
6. Both public and private agencies provide a multitude of services, however, they have not been effective in placing these persons on jobs.
7. The major factors leading to non-use of employment agencies by job applicants were: (1) it takes too

long to get employment results after applying for a job, (2) the absence of employment agencies or the extended distance to such an agency, (3) the belief that too much paper work is required, (4) many believe that interviewers are not interested in finding them a job, and (5) some dislike waiting in lines.

8. Employers fail to use these agencies because they are not available and many prefer to obtain their employees from recommendations made to them by their peers.

9. The participation rate of job applicants using employment agencies in the rural target area is 18.6 percent; and 16.9 percent for employers.

10. Although many factors prevent the vocationally trained from obtaining jobs in their fields of preparation, the most significant reasons found in the investigation were: (1) lack of adequate transportation, (2) lack appropriate training, (3) lack of work experience, and (4) a lack of education. It was found that these factors did not significantly affect the unemployed more than the employed.

11. There is an apparent relationship between a persons willingness to relocate for a job and his employment status. It was found that persons who were willing to relocate for employment were significantly higher among persons already employed.

12. Based on the evidence presented, it can be concluded that existing employment services available to the residents are not adequate to meet their employment needs.

Recommendations

In view of the research conducted in this investigation, recommendations are made as follows:

1. Additional employment services should be made available to rural counties, through the use of funds from the Comprehensive Employment and Training Act (CETA) of 1973.

2. An educational program should be initiated to inform the public about services that are available through employment agencies.

3. City chambers of commerce should work closely with developing industries to inform them that local residents are adequately trained, and to insure

that these persons are allowed to apply for job vacancies.

4. Employers in rural areas should be encouraged to pay at least minimum wages to persons that have been adequately trained.

5. Employment agency personnel should be educated as to the techniques that must be employed when working with rural job applicants and employers.

6. A concerted effort must be made to insure that employment agencies are able to correctly identify employee needs of the rural employer, in order that the appropriate person can be referred for job vacancies.

7. Rural counties should establish a transportation system that will allow disadvantaged persons to commute to and from work.

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APPENDICES

APPENDIX A

SURVEY INSTRUMENT FOR

EMPLOYMENT AGENCY MODEL

APPLICANT:

This questionnaire represents one aspect of a study to assist job seekers in their search for available jobs. It is also to provide employers with information about the abailable and future Manpower reserves from which to draw trained personnel.

Social Security No. _____-____-_____

Your Name _____
Last First MI

Address _____
Street or Post Office Box

_____
City County Zip Code

DIRECTIONS:

PLEASE ANSWER THE FOLLOWING QUESTIONS BY USING AN "X" TYPE CHECK MARK IN THE SPACES THAT APPLY.

---

1. Have you ever used an employment agency when looking for a job? ___Yes ___No
2. Do you use an employment agency in your area? (Within 20 miles) ___Yes ___No

   NOTE: If you answered YES to question 2, skip to question 4.
3. Would you use an employment agency if one was available? ___Yes ___No
4. What would be your reason for using an employment agency? (Check one)

   __ Free Information
   __ Required to by someone
   __ More job listings available
   __ Less effort involved
   __ More convenient
   __ Other (specify) ____
   _____
5. Were you ever helped by an employment agency in any of the following ways? (Check one or more)

   __ I have never used an employment agency
   __ I was placed on a job
   __ I received counseling about my qualifications

__ I received information about vocational training

__ I received information about careers and occupational forecasts

__ I used an employment agency but was not helped

__ Other (Specify) _____

6. What makes you unhappy with employment agencies? (Check one or more)

__ Too many papers to fill out

__ Too much waiting in lines

__ Located too far from my home

__ The interviewers do not try to help you

__ Have to wait too long for results

__ Other (Specify) _____

7. How would you rate the services you received from the employment agency? (Check one)

__ I have never used an employment agency

__ Excellent (very helpful)

__ Good (helpful)

__ Fair (helped a little)

__ Unsatisfactory (not helped)

8. Are you presently working?

__ Full-time

__ Part-time

__ Not Working

9. How did you find your job?

__ Someone told me about it

__ Newspaper ads

__ I found the job myself

__ Job placement services at school helped me get the job

__ State employment service

__ A private employment agency helped me get the job

__ Other (Specify) _____

10. Do you have trouble finding jobs?

__Yes __No

11. What is the major problem you have in finding jobs? (Check one)

__ Lack of transportation

__ Do not want to move

__ Poor health

__ Physical handicap

__ Lack of education (high school or college)

__ Lack of training in a skill or trade

__ Age

__ Sex

__ Ethnic background (race)

__ Lack of experience

__ Seasonal lay-offs

__ Not enough pay

__ Personal reasons

__ Other (Sepcify) _____

12. How far would you be willing to commute to work? (Check one)

__ 0-10 miles

__ 11-20 miles

__ 21-30 miles

__ 31 miles or more

13. If necessary, are you willing to relocate if the job you want is available?

___Yes ___No

14. What do you feel would improve the services of the employment agencies? _____

_____

SURVEY INSTRUMENT FOR
EMPLOYMENT AGENCY MODEL

EMPLOYER:

This questionnaire represents one aspect of a study designed to develop statistical information regarding present and future manpower needs in your area. First, please enter in the spaces below, the name and address of your organization and the name of the person who will complete the questionnaire. These will be held in confidence by Prairie View A&M University. No individual organization will be listed in the report.

Name of Organization: _____

Address: _____
Street or Post Office Box

_____
City County Zip Code

Contact Person: _____
Name Position Phone

Type of Establishment: _____

DIRECTIONS: PLEASE ANSWER THE FOLLOWING QUESTIONS BY USING AN "X" TYPE CHECK MARK IN THE SPACES THAT APPLY.

---

1. In the spaces below, briefly describe your major activities. Example: Retail clothing store - we carry a full line of clothing for men and women including accessories.

   _____

   _____

2. Have you ever used employment agencies in recruiting employees? ___Yes ___No

   NOTE: If you answered NO to question 2, skip to question 6

3. Do you prefer to use public or private employment agencies? ___Public ___Private ___Both

4. What are your reasons for using public employment agencies:

   __ Freedom of selection of applicants

   __ Greater selection of applicants

   __ Minimal costs

__ Required to

__ Other (Specify) _____

5. What are your reasons for using private employment agencies?

__ Better qualified applicants

__ Freedom of selection of applicants

__ More comprehensive biographical data on applicants

__ Less effort involved

__ Other (Specify) _____

6. What are your reasons for not using any established employment agency?

__ None available

__ Not satisfied with service of agencies

__ Too costly to file requests

__ Unsatisfactory job performance by applicants referred

__ Delay in obtaining results

__ Too many regulations

__ Prefer to use references of personal acquaintances

__ Other (Specify) _____

7. Please list ways employment agencies can be more helpful to you.

_____

_____

8. If no employment agency is ava lable, would you be interested in having one established?

___Yes ___No

9. If an employment agency was available, would you use it?

___Yes ___No

10. Do you have knowledge about the job performance of disadvantaged individuals?

__ I have no personal knowledge about their performance

__ Yes, I have employed some

__ Yes, someone told me about their performance

11. Based upon your personal knowledge, what is your attitude towards employing disadvantaged individuals?

__ Favorable

__ Unfavorable

__ Favorable, with reservations

12. What problems do you expect to encounter when employing disadvantaged individuals?

__ I anticipate only those problems of the average employee

__ Their training has not adequately prepared them for their jobs

__ Inability to get along with others

__ They can not be depended on to remain on the job

__ They are not conscientious about their work

__ Unsatisfactory work attitude

__ Other (Specify) _____

SURVEY INSTRUMENT FOR
RURAL EMPLOYMENT AGENCY MODEL

EMPLOYMENT AGENCIES:

This questionnaire represents one aspect of a study by Prairie View A&M University, which is designed to identify and analyze factors which impede or prevent vocationally trained individuals from entering employment fields for which they have been trained. This information can be used by local, state, and national agencies for future manpower planning strategies.

Name of Organization A/C Phone

Street Address County

City Zip Code

Name of Person Completing Questionnaire Position

DIRECTIONS:

PLEASE ANSWER THE FOLLOWING QUESTIONS BY MARKING AN "X" IN THE SPACES THAT APPLY.

---

1. Which of the following describes the type of employment agency you operate?
   - __ Public
   - __ Private
   - __ Non-profit Organization
   - __ Club, Sorority, Fraternity

2. What problems does your agency encounter when providing placement for skilled job applicants from rural areas?
   - __ Lack of Transportation
   - __ Lack of experience
   - __ Language
   - __ Ethnic Background
   - __ Age
   - __ Lack of training to fit job demand
   - __ Only seasonal employment available
   - __ Less than high school diploma
   - __ Physical handicap
   - __ Personal problems: family day care, medical
   - __ Other (Specify) _____

3. What factors aided in the placement of skilled applicants from rural areas?

__ Special civic employment programs
__ Special training in a school
__ Special programs of state and national governments
__ Apprentice type training given by employers
__ Rural industrialization
__ Membership in a union or professional organization
__ Special abilities of applicants
__ Special aptitude of applicants
__ Other (Specify) _____

4. What are the types of services offered by your agency to employers and job applicants?

Job Applicants

__ Testing
__ Counseling on the job
__ Interview
__ Career description
__ Placement
__ Follow-up
__ Job analysis
__ Occupational forecasts
__ Other (Specify) _____

Employers

__ Referrals
__ Screening
__ Profiles (Resumes)
__ Other (Specify) _____

5. What special policies does your agency have regarding the placement of vocationally trained disadvantaged persons?

__ Provide on-the-job counseling
__ Job follow-up of applicants
__ Other (Specify) _____

6. How do you acquire information about available jobs?

__ Employer contacts you
__ Applicant tells you about it
__ Interagency contacts
__ Other (Specify)

7. What factors do you feel would be most helpful in matching applicants and jobs?

__ Link-up with other agencies

__ Multiple job listings

__ More information about the job climate

__ More information about employer's needs

__ More information about industrial development

__ Projections from companies about future job demands

__ More comprehensive biographical data on job applicants

__ Other (Specify) _____

8. List the five major complaints you receive from employers.

_____

_____

9. List the five major complaints you receive from job applicants?

_____

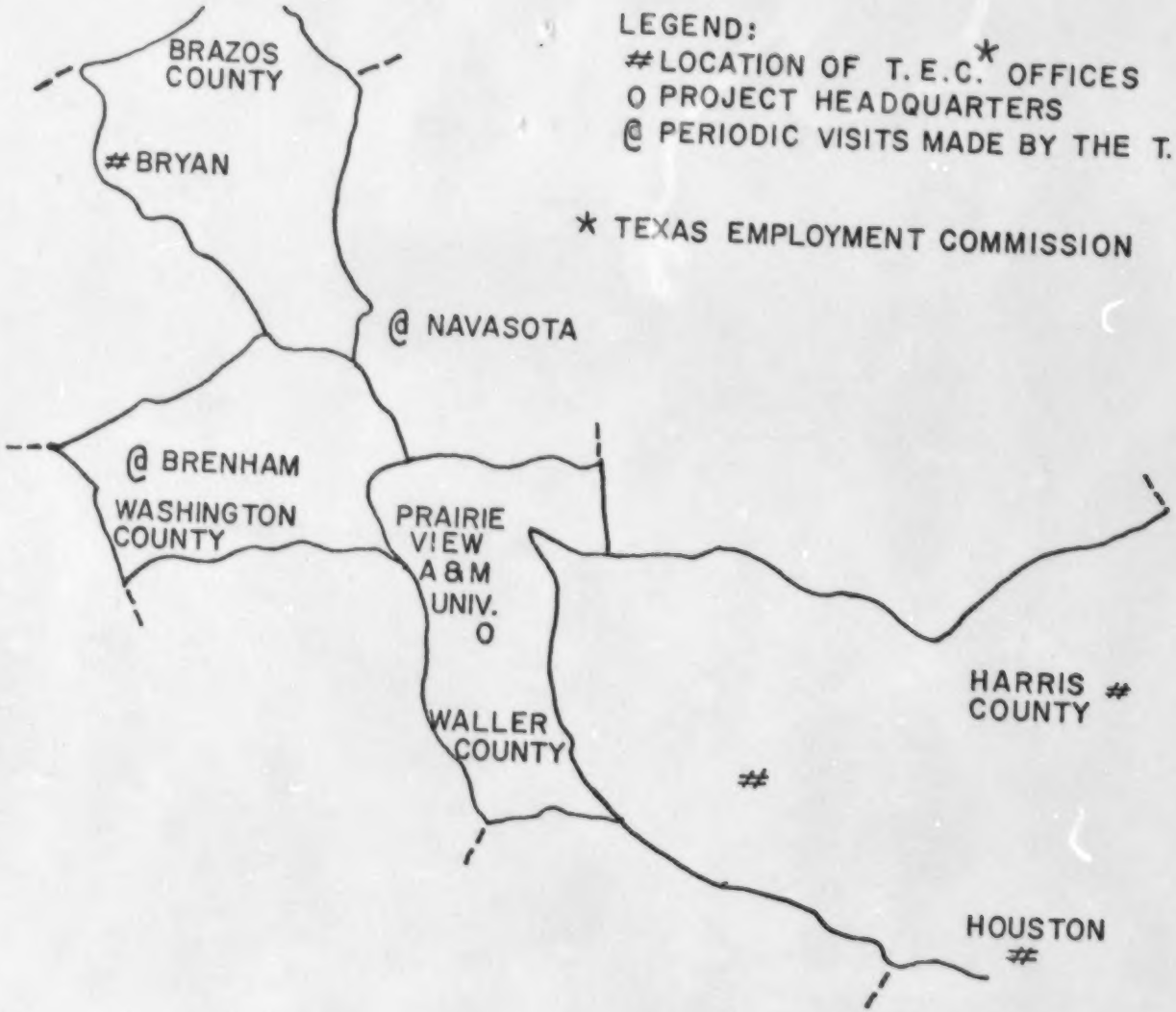
_____

10. What facilities do you feel would improve the services that you provide to users of your agency? (Specity)

_____

_____

APPENDIX B


LEGEND:
LOCATION OF T.E.C.* OFFICES
O PROJECT HEADQUARTERS
@ PERIODIC VISITS MADE BY THE T.E.C.
* TEXAS EMPLOYMENT COMMISSION
BRAZOS COUNTY
BRYAN
@ NAVASOTA
@ BRENHAM
WASHINGTON COUNTY
PRAIRIE VIEW A&M UNIV.
O
WALLER COUNTY
HARRIS COUNTY #
#
HOUSTON
#